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ABSTRACT

A review of strategic planning needs of the Georgia Department of Technical and Adult Education (DTAE) identified current understandings and expectations regarding strategic planning around the state as seen by key staff and other constituents. Bases of the review were the four components of the DTAE's Strategic Development System: levels of strategic involvement, types of strategic analysis, organizational result areas, and strategic options. The review investigated knowledge of what was happening in one's geographic area as well in larger contexts; types of research activities needed to monitor and create change; people necessary for operations, organizational activities, and structures to support the activities; and organizational decision making. Interviews with 35 DTAE Board members and staff, advisory board members, state legislators, and state agency representatives focused on understanding of DTAE, major needs of DTAE, vision for the year 2000 regarding education in Georgia, and variations on these topics. Sixteen institute presidents and 65 other persons participating in an inservice training session were surveyed on questions ranging from opinion of the need for strategic planning to specific help needed to address strategic issues. Responses showed that: (1) nearly one-quarter of their time is spent on strategic planning; (2) a high percentage cited the local level as a major source of planning information; (3) opinions were divided over the need for statewide strategy; and (4) a strategic planning model and information assistance were most frequently cited needs. (Appendixes include an interviewee listing and a draft request for proposals that provides an outline of the action steps necessary for designing a statewide strategic planning system.) (YLB)

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CHALLENGE: 2000

STRATEGIC IMPLEMENTATION

OF

GEORGIA'S POSTSECONDARY VOCATIONAL EDUCATION SYSTEM

A REPORT

TO

GEORGIA DEPARTMENT OF TECHNICAL AND ADULT EDUCATION

BY

THE ARBOR GATE GROUP

OCTOBER 1988

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THE ARBOR GATE GROUP

October 14, 1988

Mr. Kenneth H. Breeden
Executive Director
Georgia Department of
Technical and Adult Education
660 South Tower
One CNN Center
Atlanta, Georgia 30303-2705

Dear Ken:

Enclosed are copies of our current assessment of agency readiness and recommended steps to develop a strategic planning process for the Georgia Department of Technical and Adult Education, as well as a suggested RFP format for initiation of the formal planning process.

Dan Joslyn and I look forward to meeting with you and your planning team to discuss the information provided in some detail and to answer any questions you may have regarding content. I'll call your office in the next few days to set an appointment. Regards.

Sincerely,

Thomas K. Hamall
Managing Director

TKH:bh

Enclosure

119 Arbor Gate
Peachtree City, Georgia 30269
404 487 6753

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I. EXECUTIVE SUMMARY

OVERVIEW

On July 20, 1988 the Arbor Gate Group agreed to conduct a preliminary review of the strategic planning needs of the Georgia Department of Technical and Adult Education (DTAE). The purpose of this contract was to provide the Commissioner and his staff with a "snapshot" of current understandings and expectations regarding strategic planning around the state as seen by key staff and other constituents. Three products have resulted from this work. Two of these were proposed in our original workplan, while the third developed from an unexpected opportunity for a more indepth surveying of the field at the annual In-Service Conference held this August in Atlanta.

The first product is a summary and analysis of thirty-five interviews conducted with members of the Board of DTAE, DTAE staff, institute presidents, advisory board members, key Georgia legislators, representatives of various state agencies and the Governor's office. Other interviewees included the executive directors of the Georgia Industrial Development Association, the Southern Association of Colleges and Schools and a representative of the Southern Regional Education Board. We have summarized findings by groups in response to six key questions.

The second product is an analysis of survey results collected at an in-service training session for institute presidents, vice presidents and other senior administrators from around the state. We were able to collect eighty-one responses to a variety of questions ranging from opinion of the need for strategic planning, to specific help needed to address strategic issues.

The third product is a draft Request for Proposals (RFP) which provides an outline of the action steps that would be needed for designing a state-wide strategic planning system for the Georgia Department of Technical and Adult Education. These three products are presented in the following sections of this report.

COMMENT ON OUR WORK EXPERIENCE

We feel it appropriate to start the Executive Summary with a brief inventory of experiences. Most of our work was conducted at the offices of the DTAE. The reception was open and fully supportive of our efforts. We were given a variety of documentation dating back to 1983 and, as a result, have compiled a small research library. It is our intention to make this available to the persons chosen to

develop the strategic planning system. Support staff, senior staff and assistant commissioners were very responsive and our requests for information and interviews were promptly granted.

We conducted some forty-five interviews with thirty-five different people and completed a written survey analysis of responses from eighty-one persons. We completed twenty-nine face-to-face discussions and conducted six telephone interviews.

It is our feeling that persons who will be assisting in the developing of the strategic planning system design for the DTAE will find the explanations, climate of opinion and the persons in the system open and supportive of this system being established.

A FRAMEWORK FOR FINDINGS AND SUGGESTIONS

We define strategic planning for DTAE as the process of identifying, attracting, and retaining "learners" in response to changing societal and economic conditions. This working definition, in our opinion, highlights key differences between program planning and long-range planning and strategic planning. Program planning, EPB for example, is a response to guidelines established for developing organized priorities. This type of approach is usually a 1-3 year plan. "Long Range" planning on the other hand depicts a 5-10-15 year (or more) timeframe. For the most part long-range plans refer to forecasts or projections of single (or at most two) factors. A case in point is facilities (renovation) plans. The higher the sense of permanence for a factor the higher the comfort level in "forecasting" need and tying a plan to that need for a longer period of time. Strategic planning requires setting priorities of efforts aimed at developing "learning markets".

The DTAE has components of a strategic planning process currently in place, others are anticipated and still others must be developed. In the following section we provide a conceptual model for presenting our findings. This model identifies component parts of a Strategic Development System (SDS) while addressing different stages of planning which can be used as a needs assessment check list for determining structures and functions needed in developing a state-wide strategic planning system.

A WORKING MODEL

The Strategic Development System (SDS) has three components:

1. Levels of Strategic Involvement (LSI) refer to the overall geographic areas that are of concern to DTAE. Concern should demonstrate a knowledge of what is happening in the area as well as attempting to influence what may occur. These levels are:

   - o International
   - o National
   - o Southeast
   - o State
   - o Region
   - o Institute/Service Area

2. Types of Strategic Analysis (TSA) refer to the kinds of research activities which must be systematically developed and maintained in order to monitor, tract, estimate and create change.

   - o Inventories
   - o Trends
   - o Models
   - o Forecasts
   - o Scenarios
   - o Vision
   - o Strategy

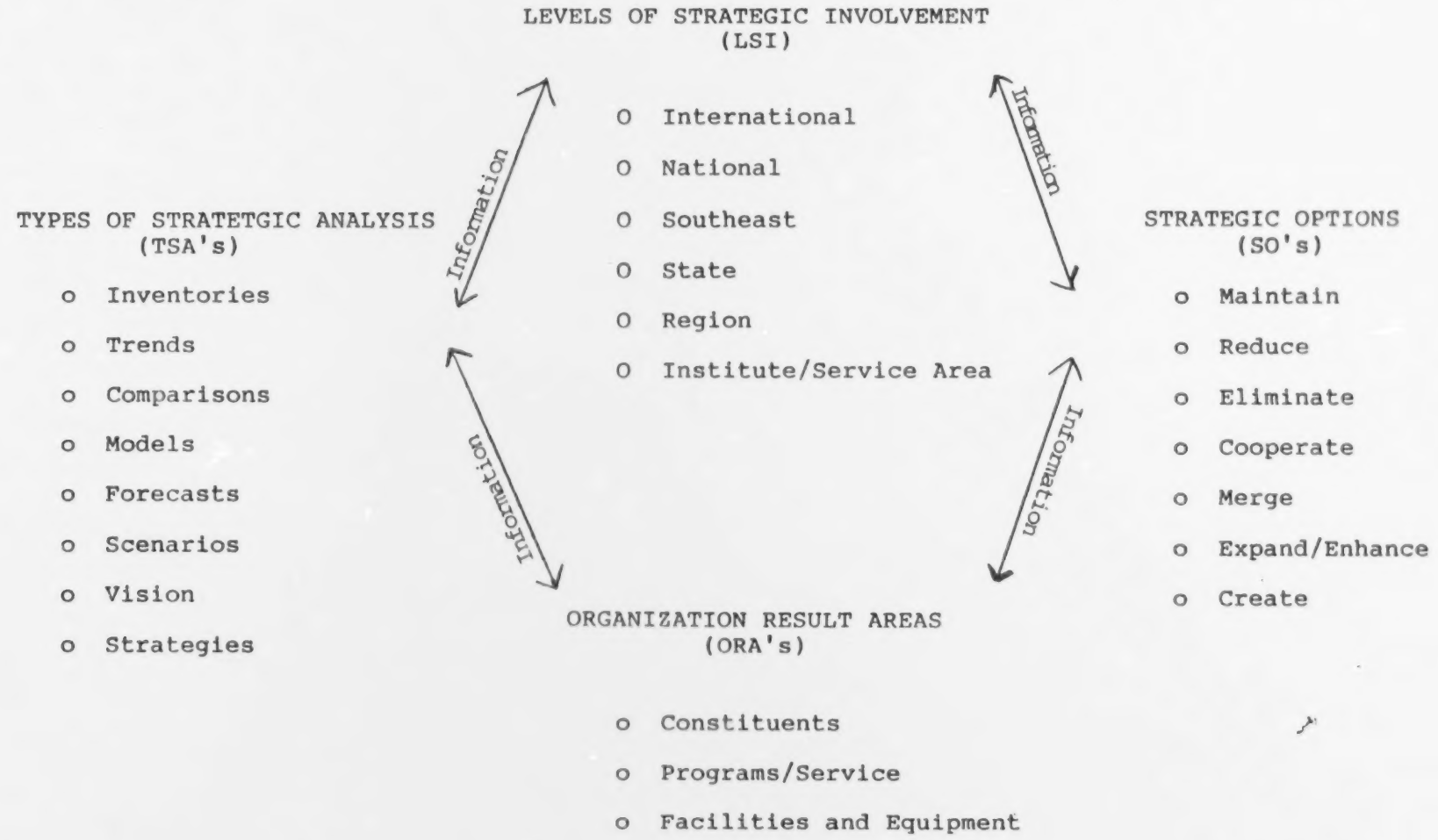
3. Organizational Result Areas (ORA's) refer to people necessary for operations, activities of the organization and the structures and function to support the activities.

   - o Constituents
   - o Programs/Services
   - o Facilities and Equipment

4. Strategic Options (SO's) refer to the strategic choices which can be made for any area identified for organizational decisions.

   - o Maintain
   - o Reduce
   - o Eliminate
   - o Cooperate
   - o Merge
   - o Create
   - o Expand

STRATEGIC DEVELOPMENT SYSTEM
(SDS)
A CONCEPTUAL SYSTEM FOR REVIEWING STRATEGIC PLANNING NEEDS
OF THE GEORGIA DEPARTMENT OF TECHNICAL AND ADULT EDUCATION



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The SDS will serve as our vehicle for review and later discussion with staff of our findings and suggestions. The SDS has a variety of uses while providing a common framework of terms and focus. "Example A", The Levels (1) enable us to address a certain stratum of the world view from either a research starting point(s) (TSA's) or (3) organization standpoint (ORA's) "Example B", we can also take a look at the relationship of (1) analysis (TSA) at a particular level(s) regarding a particular organizational (3) area (ORA) to determine the most (4) appropriate strategic option (SO).

"EXAMPLE A"

1.	State	-----	Level
2.	Comparisons of	-----	type of analysis
3.	Alumni tracking	-----	result area/constituency

"EXAMPLE B"

1. Trends and Forecasts of Socio-Economic Factors/Competitors
2. Atlanta SMSA
3. Programs/Services: Medical Technology
4. Maintain, cooperate, or expand

The model also allows us to "focus" our attention as we discuss particular issues. For example, when we raised questions regarding the evaluation, planning, and budgeting process (EPB), we talked with a variety of people who were addressing it from at least two different levels with at least three different uses of the program or service in mind. Through the SDS model we can describe these views as follows:

1. EPB is a program as seen by the DTAE/EPB review team that is coordinated at the state level with T.I's as the constituents providing information to be used to forecast program/service and facilities and equipment needs to serve their constituents by service area.

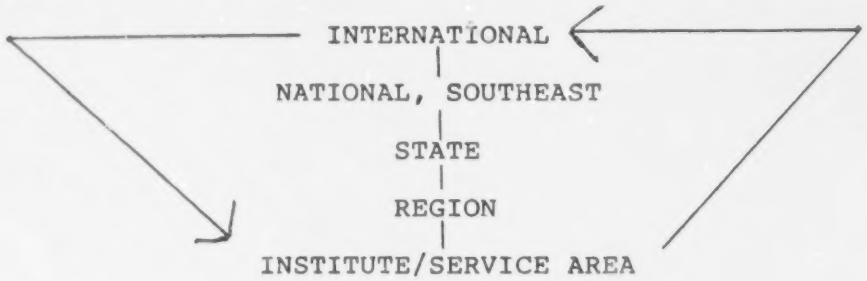
2. EPB is a forecast, as seen by OPB of comparative needs (priorities) of the Georgia Department of Technical and Adult Education (DTAE) to meet the needs of Georgians.

3. EPB is a program as seen by institutes that requires a lot of staff to develop inventories, complete trend and comparative analysis, forecast needs and make decisions on strategic options in a comparative (prioritized) format.

In the remainder of the executive summary, attention is turned to our findings and suggestions based on the preliminary needs assessment, literature review, survey and interviews using the SDS as a model for comparisons.

FINDINGS

By viewing the development of a strategic system as a part of "funneling phenomenon", one can anticipate the flow of information that must be systematically collected, assessed and disseminated:



In this model it is important to understand that what is happening "above" helps to influence what will happen "below". The idea is that some of this influence will also move to have a broader influence in the Southeast, the nation, or on the international scene (Japan industries for example).

The SDS lends itself to a cross-sectional view of our findings in a way which we feel is vital to strategic thinking. What are our options? How do we improve and increase services? How do we affect the growth and development of the State?

LEVELS OF STRATEGIC INVOLVEMENT

We talked with the Commissioner, assistant commissioners, planning staff, and representatives of the Southern Association of Colleges and Schools and the Southern Regional Education Board about state, southeastern and national issues. Our findings regarding current degrees of involvement are as follows:

L 1 There is a general monitoring of national and regional trends and forecasts. This takes place primarily at the assistant commissioner/commissioner level. There are connections with the National Bureau of Standards, SACS, CREB (Vocational Education Consortium) regional consortium and national consortiums (Center for Manipulating

Effectiveness). We did not find a systematic flow of information regarding National or regional trends, comparisons and forecasts vertically or horizontally in the department or among institutes.

L 2 Institute presidents whose service areas touched other states had a general awareness of other state service area needs. There was some analysis taking place as to the number of students attending from border states. We did not find major border state issues being raised regarding Tennessee, Alabama or South Carolina.

L 3 There was an awareness by virtually all persons interviewed of the need to increase avenues of cooperation with state agencies. While the Board of Regents were cited most often, DOE and Labor also were mentioned. In a similar vein, state-wide associations seemed to play an important role. This was particularly true of the association representatives we interviewed. There is also currently a varied degree of interaction with OPB. This interaction seems generally supportive and timely for DTAE as it continues its development.

L 4 We were frequently told that a more thorough and sustained effort would be needed with the Legislature. Also, the majority of persons responding to this issue felt recent steps taken by the Commissioner in hiring a special assistant for legislative affairs was sound. We were not aware of a consolidated strategy as such, but the presidents' meeting in Macon in September made us aware of a coalition being strengthened to make stronger cases to legislators on a regional basis.

L 5 The state-wide network of technical institutes is nearing the end of the design and organization phase of a new system. Critical review papers are now being written on conversion, facilities, governance, and funding. This has set a tone and an expectation that strategic planning will become a reality for the system. On a scale of 1-10 (low to high), the rating of a need for strategic planning was 8.7 by presidents surveyed (16) and 9.4 for other senior administrators surveyed (65). On several occasions DTAE staff and consultants told various audiences at presidents' meeting and in-service training sessions of the status of strategic planning and the steps currently being taken to address this need.

L 6 A senior DTAE staff made a strategic comment during a discussion at the September meeting of presidents "... we are looking at establishing a state-wide system of strong technical institutes". This is similar to the comments by a state legislator "... need to strengthen what we now have before growing".

Our findings reflect a clear sense of institute by institute need. This was true from comments by EPB review team members and each president interviewed. We did not find comparative inventories of priorities in EPB results to be satisfying all the questions raised by EPB team members, by presidents or by OPB personnel. All three groups suggested modifications were needed in the EPB process.

TYPES OF STRATEGIC ANALYSIS

In reviewing levels of involvement in an organization or system, almost a consensus starting point is to look at the "numbers". We were provided a variety of information. We also asked in our interviews and survey "... what type of information do you need (presidents, technical institute staff) from DTAE?" We were able to talk briefly with a few persons regarding the marketing plan currently being implemented, part of its focus being the formating and delivering of relevent information to different constituents. Our discussions regarding information systems were cursory in nature. While not intended to be a management information system audit, our findings have relevance in this area as well. Our findings use the types of strategic analysis (TSA's) we identified in the strategic development system (SDS) working model:

T 1 Inventories seemed to be the primary form of information gathering. This was particularly true regarding facilities and equipment.

T 2 Trend analysis was not a common activity at either the state level or the institute level. The EPB, however, provides an opportunity for this type of analysis to be done.

T 3 Comparative analysis was taking place in the EPB review process. Two presidents used this approach in developing their EPB packet. We did not see a wide use of this technique.

T 4 Modeling was being used in facilities design for new institutes. "Models" of programs, procedures, policies were requested by several technical institute presidents.

T 5 Forecast of socio/demographic data and economic development data by region and service area was the single most requested type of analytical information by presidents and senior staff at various technical institutes. We did not find examples of this being systematically delivered by DTAE.

T 6 Scenarios are "optional plans" used for discussion and review which may or may not have the benefit of the earlier five types of analysis. We did not find this technique used by persons interviewed.

T 7 Vision as a technique is receiving a certain amount of managerial interest given the success of a variety of books addressing "excellence". All persons interviewed described their vision of what is possible for 2000 in Georgia for DTAE. These responses were overwhelmingly positive. As with scenarios, vision (which is a selected scenario) does not require other analysis. We do contend that if the other analytical steps are taken, vision can be stronger and have a higher probability of being fulfilled. Our composite of the vision collected for DTAE from our interviews and survey include:

- o Quality programs
- o Strong image
- o Strong emphasis on economic development
- o Reduced illiteracy
- o Flexibility
- o Heightened inter-agency cooperation
- o Strong cooperation among and between institutes

T 8 Strategies that are currently being followed are conversion, facilities upgrading, accessibility (part of this strategy is establishing new institutes) standards/quality and business outreach (Techniquip, technology transfer, and Quick Start.) Two of these (conversion, initial preparation of standards) will be completed within the next three years.

ORGANIZATIONAL RESULT AREAS

In the SDS model we refer to the essence of an organization as people, service and tools. This translates into constituents (both internal and external), programs or service activities and facilities and equipment. There is an on-going need to research and analyze these aspects of each organization at each level described in the SDS model. Our findings regarding these organizational issues are:

O 1 The key constituents of the DTAE are students and client businesses. The intermediate or influencing constituents are legislators, boards, associations; and supporting constituents are DTAE staff and other State agencies. Certainly in this scheme the "general public" represents the mass market. It was suggested by a senior staff person that "alumni" of technical institutes are fast becoming an influencial constituency. We talked only briefly with persons regarding the DTAE marketing plan. Expectations seem high for both internal and external awareness of DTAE activities. Overall, "building image" was mentioned as the number one priority of the state system.

O 2 Programs and services represented an exhaustive menu. The primary interview comments and survey responses dealt with ".... when should a program be dropped?" There was also a good deal of interest as to how to expand strong programs. Both of these comments were "questions", posed to us, and seemed to indicate that the EPB is not as effective as it needs to be to help make these decisions at the institute and state levels. We did not go into an indepth questioning of the addition of adult literacy, but presidents and others interviewed wanted to know how this would be worked into the overall agenda of DTAE.

The concept of consortia received a highly positive response by senior staff and presidents. The response indicated this could become a strong vehicle for strategic cooperation across service area lines and potentially beyond regions.

O 3 The single, most often asked question in our in-service training overview of strategic planning was "... how do we get updated equipment?" This issue has been raised to the level of a strategy (techniquip) but we did not find a collective

priority of program equipment need being raised to a "standard" in the same sense as facilities "up grading". We felt equipment issues had a life of their own and the consideration of whether the program should be maintained was almost a secondary concern. Conversion and the development of the technical institute system point to facilities as visual proof of need. In addition, facilities as well as appearance of staff and instructors were identified as integral to the enhancement of the image of technical education. The importance of this issue was identified by the OPB representative interviewed in that " ... facilities and capital equipment should be a totally separate budget request ... ".

STRATEGIC OPTIONS

Strategic Options (SO) are the final component of the Strategic Development System (SDS) working model. As with the other components, it is not our intent to recommend specific steps (in this case strategies) but to point out our findings as to which options are being thought about, discussed and reported to us.

S 1 Maintaining is the primary option demonstrated in the EPB process. In strategic planning this option becomes a "decision" when after taking a hard look at change (expand, reduce or eliminate) the response is to "hold fast". Presidents and staff interviewed tended to view this as a concern in that EPB "favors" operational maintenance of programs.

S 2 Reduction as an option did not emerge as a way to consolidate gains or redistribute resources. This was seldom an option identified at the institute level. It was mentioned primarily by legislators when talking about regional issues and inter-agency cooperation.

S 3 Elimination as a strategy was actually mentioned more often than reduction. Some members of the senior staff at DTAE felt this needed to become more of an option in the EPB process.

S 4 Cooperation seems to be a viable option as noted in other sections of this report. Examples of this approach are the Presidential Liaison Committee, and consortium arrangements around the state (Aerospace in Central Georgia, Southern Consortium of Area Technical Schools).

S 5 Merging as a strategy was not mentioned in any interview or survey at any level as an organizational options.

S 6 Expand/enhance was the second most discussed option at the institute level. This was also tied to facility and equipment requirements.

S 7 Create, as an option this was being explored in terms of new programs and facilities. The movement to open new technical institutes addressed this option at the state level.

S 8 Overall, we found staff and board members open to multiple option choices, but a larger number of presidents of technical institutes and legislators not discussing multiple options as readily. Representatives from other agencies, SACS and SREB stressed much more emphatically that the DTAE should keep options open and be ready to make strategic choices as necessary.

SUGGESTIONS

Based upon review of materials, interviews, surveys and the comparative analysis of these products, we are making a number of suggestions. These recommendations should be viewed as "setting the stage" for a more comprehensive state-wide strategic planning effort/needs assessment as part of the overall system design for DTAE.

1. That there be a presentation by Tom Hamall and Dan Joslyn to Commissioner Breeden and persons he selects to allow this report to be discussed in depth.

2. That the DTAE team involved in staffing the marketing effort be made aware of this report and RFP in order to determine if current "marketing" steps need to be included in the strategic planning system RFP.

3. That DTAE senior staff consider the Strategic Development System (SDS) model as a device for institute presidents to continue their in-service training in strategic planning techniques.

4. That any decisions made in the presidents' sub-committee on EPB prior to the "letting" of the strategic planning RFP be reviewed for RFP implications.

5. That any decisions made in the council on vocational education inter-agency issues committee (JTPA, DOE, Regents, DTAE) be analyzed as to their implications for designing the strategic planning system.

6. That any decisions made in the Joint Liaison Committee (Presidents' T.I.'s/Presidents Colleges and Universities) be reviewed and implication for the strategic planning be identified.

7. That DTAE staff discuss ways to enhance research activities at the staff level and explore ways of establishing a vehicle(s) for demographic and socio/economic trends comparative analysis for their regional implications of these data on institute planning activities.

8. That DTAE staff discuss ways in which the DTAE organization policies and procedures can become a "model" of organizational effectiveness for individual technical institutes.

9. That DTAE explore ways to expand in-service training to tie evolving personnel needs of marketing, economic development, admissions, fund raising and continuing education into an in-service training approach that can become a model of a "continuing education" system.

10. That a "users group" for EPB be established to provide feed back for on-going system updates and enhancements. And, that any proposed changes in this system be discussed in terms of the training needs of users required to make full use of the system.

11. That the Governor's Growth Strategies Commission Report be analyzed for implications regarding the design of the DTAE strategic planning system.

12. That the DTAE consider the three year period January 1, 1989 through December 31, 1991 as a working timeframe to design and implement a state-wide strategic planning system focussed on a vision of the Department for 2000.

II. INTERVIEW ANALYSIS AND SUMMARIES

During the course of researching the strategic planning needs of the Georgia Department of Technical and Adult Education, thirty-five people were interviewed. These persons, some of whom were interviewed on two or three separate occasions, were contacted in advance to explain the purpose of the interview. Most interviews were conducted in person (90%) with a smaller group being interviewed by phone. Following all interviews, with the exception of those with members of the Board of DTAE, interviewees were sent follow-up letters of acknowledgment with copies sent to appropriate DTAE staff.

Our contention is that interviews allow an indepth probing of a few questions while surveys enable more mathematical comparisons. Interviews also provide a "feel" for the interviewee. This is difficult to describe, but certainly in our minds very important, as the substance which ties our report together. The "feel" can be described as "excitement", "openness", "high expectations", "multifaceted" and "concerned". The reader will note that these words or their synonyms crop up time and again in the interview analysis and summaries which follow.

Staying close to our philosophy that a few questions make for more thoughtful responses, we used a maximum of 6 and a minimum of 3 questions depending on the person being interviewed. The questions were addressed to nine categories of interviewees.

1. Member of the Board of DTAE (4)
2. DTAE Assistant Commissioners and staff (12)
3. Technical Institute Presidents (6)
4. Members of Advisory Board of Technical Institutes (3)
5. Other State agency staff (3)
6. Georgia State Legislators (4)
7. Georgia Industrial Development Association (1)
8. Southern Association of Colleges and Schools (1)
9. Southern Regional Education Board (1)

The interview questions had three parts. What is your understanding of DTAE? What are the major needs of DTAE as you see them? What is your vision for the year 2000 regarding education in Georgia? We then asked some variation on these questions tied to the level of understanding and responsibility of the person responding. For example, Board Members of DTAE were asked about adult literacy as a new responsibility in the reorganized department. They were also asked to discuss their leadership role on the Board. DTAE staff were asked more

system questions related to the "structure" of planning needs and the evaluation, planning and budgeting (EPB) process in particular.

Technical institute presidents were asked to indicate how they were being served by the DTAE, as well as to identify specific needs for their schools. Members of Advisory Boards of three institutes were asked about their role viz a viz their president.

Interviews with legislators and representatives from other agencies focussed on resources and cooperation. While all persons interviewed talked about DTAE's relationship to businesses and economic development. We interviewed the President of the Georgia Industrial Development Association to explore this in some detail.

We felt from the start of this project that regional, and eventually national and global issues would be taken into account in the development of the state-wide system of strategic planning. We felt a minimum exposure to these issues was important in conceptualizing a strategic system and this resulted in our discussing long term issues with the Executive Director of the Southern Association of Colleges and Schools and a research specialist in technical education at the Southern Regional Education Board.

In our interview write-ups we have attempted to maintain a consistency with summation which focuses on the common questions asked of persons in each category. At times this was more difficult than in others. The reason is that the length of interviews varied. It is our estimate that approximately forty hours of interviewing took place. The longest was ninety minutes and the shortest twenty. We have maintained our written notes and can talk in more detail about any interview.

MEMBERS OF THE BOARD OF THE GEORGIA DEPARTMENT OF TECHNICAL AND ADULT EDUCATION

The overwhelming impression we had of the board members interviewed was that they had a depth of understanding of technical education and that they talked about the philosophy of the system and the "nuts and bolts" of facilities. In addition, each person we talked with referred to the amount of progress which had been made since

1984-85. This was referred to as "... doing a lot with a little" and the beginning of a period where the Institutes will be seen as an "... awakening giant" in Georgia.

When questioned about the addition of the office of adult literacy to the department, responses were consistent. This is a good move for economic development because with stronger focus on literacy in all areas of education "... 'occupational development' of a person is directly tied to reading" and if "... 80% of new jobs require post high school -- pre college training -- there are a lot of folks who have fallen through the cracks who will need help".

When asked about key leadership issues, the chairman stated "... we (Board and others) must present our case better to the legislature." Other comments related to getting more people involved at the local and regional levels. One Board member talked in terms of strengthening an overall network of "technical education advocates". Finally, the point was made that leadership should be centered around "quality" as the driving force.

The last question of Board members was for them to describe their vision of what was possible for the state system by the year 2000. One person placed the vision in a strategic context "... we must work more with the Board of Regents ... and also with the Department of Education." The composite vision gleaned from these interviews also includes --- stronger image, quality programs, strong state-wide networking, and a system that had "fewer fences".

Overall, there was a sense of excitement to continue to build and grow quality as a clear image of what is being done. The measurable results of these efforts would be seen in economic development generated through a responsive state-wide system.

ASSISTANT COMMISSIONERS AND DTAE STAFF

This was the largest of our nine interview groups. In addition to the twelve persons identified, we also talked informally with several other staff persons during our visits to DTAE offices. We also point out that we interviewed Fred Kiehle three times, Andrew Harris twice and Bob Mabry four times. Both of us were able to talk with Commissioner Breeden. During the course of these interviews we were able to establish a fairly extensive collection of materials which have been helpful in building our knowledge base on the history of the department and the state-wide systems under development.

Our first question to this group asked their definition or understanding of strategic planning. We feel responses, while generally cognizant of "long term", "direction " and "vision", did not show a consistent reaction. This is not unusual in the exploration phase of a new system. The point to be made is the need for establishing common terminology as a framework for system design. A much more significant finding was that all persons interviewed felt that some form of "quidelines", "priorities" or "parameters" should be developed from the state level. A typical interviewee comment was:

> "Remember that strategic planning is not used by many two year institutions. My feeling is that we need a strategic multi-year approach, a vision that can be used by assistant commissioners to guide goals and actions in their area."

There were other descriptive phrases which individuals used to indicate that the "process" of strategic planning is important "... strategic planning is getting the right people involved in building a vision for 5-10 years ... "Put another way "... we can't let others do our planning for us ... must take into account all of the players who will be involved".

The second question asked for an identification of current key issues which needed to be addressed. The response heard most often was "stressing quality" in all that we do, in particular the twin themes of standards and image. The first "... proves to ourselves what is possible while the second takes this message to a larger audience"... "The whole issue is that adult education is what we do."

Another issue to be addressed strategically is "... the capital intense issues of programs and facilities. Down the road 5-8 years this becomes an operational efficiency issue. In this sense all facilities must be approached with future cost savings in mind."

The relationship of adult literacy to the department was mentioned by five interviewees. The essence of these remarks were "... how will institutes relate to adult literacy?" A corresponding issue identified by three persons was the development of an information system which can support whatever planning systems are developed.

The third question asked persons to think about the type of cooperation that should take place with other state agencies.

Most persons identified the relationship of technical institutes to colleges and universities as the key area. The Liaison Committee of Technical Institutions and College Presidents was sighted as a necessary and highly visible first step. Almost to a person, however, the statement was made that the DTAE must be clear about its purpose, and where cooperation can take place it should. "... We can't get bogged down in waiting." Of importance to us was the responses by a few persons who see the potential of cooperation among various technical institutes as a real plus through consortium arrangements. One person also noted "... we should make more of models of excellence ... as ways to expand cooperation."

An initial question we had developed was, "how extensive and how effective are current statewide planning efforts?" To open this up for discussion, we asked what should be the relationship between strategic planning and the current Evaluation, Planning and Budgeting System (EPB)? The consensus on EPB was that it is conceptually sound and provides a common format for a process. The system is two years old and this was also pointed out "... it's still evolving". At the same time, there was concern voiced about the EPB cycle in that information for program changes came too late for implementation. The evaluation component was also questioned particularly as it related the possible illumination of a program. In this same vein others pointed to a lack of funds to fully utilize EPB. When questioned further, responses seem to indicate that the usefulness of EPB by institutes as a management tool is "modest" (our term).

All persons recognized the need to evaluate EPB and to establish more focus from DTAE on long term direction. The "fit" or relationship of strategic planning to other efforts was talked about as a framework or guide with EPB being more a "program planning" vehicle. One person said "... strategic planning should identify initiatives to allow more responsive short and intermediate range planning by school presidents."

Out fifth and final question to all persons interviewed related to the future --- what is your vision for the year 2000 for DTAE? The tentative theme for the DTAE --- "Working for Georgia's Future" sets a tone mentioned frequently. All persons had a strong view that the state system of technical institutes would continue to mature. This process was seen as being linked to evolving awareness of what was happening in schools while researching needs at the state, regional and local level. "Change" and responsiveness were echoed by most interviewees "... our

inherent characteristic must be flexibility ... to maintain our comparative options we must fight rigidity... without strategic planning we could be developing specialized illiteracy." There were two other rather unique points to us. One was the idea that technical institutes should be models of service stressing emerging educational technologies with "instructors" being managers of learning environments. The second was that an emerging strategic constituency in the development of the state system could well be "alumni" of technical institutes. In this scenario, they could be considered a growing market.

PRESIDENTS OF TECHNICAL INSTITUTES

Six technical institute presidents agreed to be interviewed. These six were chosen to represent geographic, size and conversion differences among the schools in the system. Five of the six presidents were interviewed in Atlanta during the In-Service Training Conference in August. The sixth member of this group was interviewed during a monthly presidents' meeting in Macon, Georgia, in early September. Four questions were asked. While "need" and "vision" were asked about in the same way as we asked others, we wanted to hear from the presidents about the strength and weaknesses of the EPB process and the type of information they need from DTAE.

The first question asked presidents to identify the type of information they needed to do a better job of planning. The persons interviewed indicated more information on socio-economic trends in their regions would be most helpful "... we need trends and forecasts on emerging jobs and issues." In addition to these data, a case for more state direction was made, as was the idea that information on what was happening at other schools would be helpful.

In responding to a question regarding the strength and weaknesses of EPB, several key points were offered. "The concept is good... but it is a paper monster." Two presidents felt they needed a better understanding of the process and one suggested better workshops. Another president felt that the system wasn't established in a way to "... reward strength ... so little is being given to strong initiatives." Our sense was these interviewees felt there was a good deal of room for improvement and they wanted the system to work.

In response to a question to identify key issues facing their schools, one president had prepared a list of 10 critical issues. The others' responses indicated a range of concerns including "... public image as a state system", "how we are addressing low level skills", "economic development in our region" and as one president stated "... a lot of things are important but I really need to build excellence."

The last question was what is your vision for your area and your school for the year 2000? First "... we must look like a success!" " We must also be working more cooperatively with Junior and Senior colleges." A second president touched a note common to all ".... I think everything that is happening now is getting us on the right track ... I certainly feel good about this." The same person also felt a breakthrough might be tied to the development of other sources of revenue. (This comment was made prior to David Sergent's comment at the presidents' meeting in September regarding the "Georgia Fund"). Another president stated "... we must successfully address basic education ... and the growing need for technical education ... my fear is that we cannot be on the cutting edge of innovative responses to problems if we are not funded to do this."

MEMBERS OF LOCAL TECHNICAL INSTITUTE ADVISORY BOARDS

We had the opportunity to have telephone interviews with board members from three different technical institutes. One each from northern, central, and southern Georgia. Each of the three was most courteous and willing to talk as long as required. Our questions parallelled those to other groups -- more closely Institute Presidents. In response to major needs for their institutions three separate issues were given priority:

- The single major need, really a problem as I see it, is to get students to want to come to the (school).
- We need to stay on top of what industry needs
- We must develop some ambassadors for our technical institutes and have them tell the story of what we are doing

All three persons from separate Advisory Boards felt that more information on regional needs and exploration of various types of regional cooperation were needed "... we must think regionally because of our population size."

When asked what was needed from DTAE regarding strategic planning, there was a varied check list:

- o a model plan
- o models of what others are doing
- o don't need to get bogged down in paper
- o information geared to our needs --- not Atlanta's

Responses to our question on Vision: 2000 were demonstrative of concerns for "... helping people to develop vision" and "... continuing to work closely with high schools and to be recognized as the local trainer for industry!"

REPRESENTATIVES OF THE GOVERNOR'S OFFICE THE OFFICE OF PLANNING AND BUDGET AND THE BOARD OF REGENTS STAFF

All three representatives from these separate state agencies indicated a need to work more closely and/or more cooperatively with the DTAE. The strongest area of agreement voiced about DTAE was that the office of adult literacy had found a home that in the long term would strongly benefit the citizens of Georgia. One person interviewed offered this definition of technical and adult education "... the focus is the adult not the service (and) in this way literacy becomes an area for the department to pursue."

As the idea of cooperation came up, one interviewee felt that major strides had been taken to bolster cooperation among and between DOE, Regents, JTPA, and DTAE. The representative from OPB spoke further about ways to strengthen the EPB model "... it is a question of involvement, categorizing and prioritizing ... I need to understand how the prioritizing takes place". He also indicated that he wanted to be closer to what was happening at various institutes.

In response to our vision question, the three separately hit upon a nearly common theme "... literacy is the key and how this is tied to jobs is fundamental." This, plus "working-out" issues with the Board of Regents regarding degrees are important to the direction of the total system.

Two persons referred to the unique strength of DTAE as that of flexibility "... the department must enhance its

analysis and information dissemination... This is one of the keys for them to insure their flexibility." A final point on strategic planning was also voiced "... key people must be involved particularly at the Board level (and one feature) should be a component for coordination, (overlap, and gap) issues."

GEORGIA STATE LEGISLATORS

Two state senators and three representatives were interviewed. All five men play a vital role in appropriations and leadership regarding education issues in the state. In describing the role of DTAE, responses to our first question evoked terms and phrases such as "pivotal", "essential", "make a difference" "growing service to smaller companies" were used. All see a correlation between economic growth and technical education.

The questions raised about cooperation among state agencies also brought an affirmative response --- "less overlap and more cooperation in establishing transfer programs that don't penalize students".

How can DTAE best present its case? One direct response was --- "needs to be done more forcefully and consistently." The emphasis should be placed on quality "... need to place more emphasis on retraining." There was also a strong recommendation that an "... infrastructure for leadership must be put into place and its results demonstrated."

Our Vision: 2000 question had answers related to "... address the dropout issue," and "ways to eliminate duplication". There was also a concern about educating minority students and to get people to realize that "... education means it takes all kinds of education to make society work".

REPRESENTATIVES FROM THE GEORGIA INDUSTRIAL DEVELOPMENT ASSOCIATION SOUTHERN ASSOCIATION OF COLLEGES AND SCHOOLS AND THE SOUTHERN REGIONAL EDUCATION BOARD

Our purpose in conducting these interviews was to gather opinions on state, regional and national issues which may affect the development of a strategic planning system for the DTAE. Two of these persons represented education

policy, research and accreditation agencies with the third person serving as president of a major association for economic development.

The Southern Association of Colleges and Schools (SACS) seems to be entering an era of activity related to educational leadership. Each of the Commissions have established task forces to address "future issues" that would affect the region well into the twenty-first century. A main issue for SACS is to insure that institutions "... clearly define what they are all about." It was also suggested that regional affiliations may increase and the State Agency Assembly may take on a larger role in identifying areas for cooperation "... as far as Georgia and technical education a key will be image and flexibility".

The Georgia Industrial Development Association representative was quick to point out that the system "... must develop ways to get adults back into the education loop." He felt that not only national but international trends would play a major role in Georgia's economic growth "... we cannot compete on labor rates so we must work smarter --- we must emphasize quality."

A clear statement of how DTAE should approach strategic planning was offered by the representative from the Southern Regional Education Board:

> "Start by defining basic questions as to mission and jurisdiction ... (and) take into account various program mix in relationship to colleges and industry."

He also identified several studies pending from SREB that would address regional issues related to technical education. He indicated "... whatever evolves needs to keep in mind basic competencies as outcomes ... and that efforts must be flexible."

III. SURVEY RESULTS AND ANALYSIS

On August 10, 1988, Tom Hamall and Dan Joslyn conducted an hour and thirty minute in-service training session for members of technical institutes. There were eighty-one persons in attendance: seventeen presidents; twenty-two vice presidents; sixteen continuing education coordinators; and two or three representatives from positions as varied as literacy coordinator, director of development and director of planning and evaluation.

The presentation provided an overview of technology and changes forecast in preliminary work of the Governor's Growth Strategies Commission. The emphasis was how to respond to rapid change while being cognizant that other state agencies are also having to strategically determine their reaction to various conditions. The second part provided an overview of strategic thinking and planning. Our intent was to have each person understand and remember that "strategic" planning is pro active, assertive, and at times even aggressive. We emphasized that strategic planning is identifying, attracting, and holding clients within the context of an organization's purpose and, where feasible, continuing to service those clients with a high sense of quality and program growth (or enhancement or development).

We saw this session as a strategic opportunity to gain insight into the group's needs related to systematic planning. In order to capture these thoughts, a brief six point questionnaire was developed:

1. What percentage of your time do you spend addressing strategic issues?
2 What are your primary sources of useable information for planning purposes?.
3. How important is a state-wide strategy for technical and adult education for the year 2000?
4. What are the two or three strategic issues which you feel must be addressed state-wide in the next decade?
5. What type of assistance would be most helpful as you address strategic and "future" issues?
6. Do you have other comments you feel would be helpful to this process?

The following survey analysis compares responses from two groups, presidents (16) as one category and non-presidents (65) as the second category.

WHAT PERCENT OF YOUR TIME DO YOU SPEND ADDRESSING STRATEGIC ISSUES?

It was significant that the average percentage of time spent was almost the same for each group: presidents 23% and non-presidents 24%. Five presidents indicated they spent less than 15% of their time on strategic planning. Three presidents indicated that they spent 40% or higher (60% being the greatest amount of time). One facet of strategic thinking is to search for models to explain or explore extremes. Comparing the institutions on the two extremes (one president 15% of time and one president 60% of time) to see the impact of these approaches. There was no significant difference in the group of 69 non-presidents in that the grouping of responses was not scattered far from the mean of 23%.

WHAT ARE YOUR PRIMARY SOURCES OF INFORMATION FOR PLANNING PURPOSES?

The presidents' group indicated that 35% of their information came from DTAE, 31% from their local environment and 30% from colleagues. The other sources were scattered with APCD being the next most common source -- overall 7%. One significant possibility is that this triad of information is realistic and could be a desired balance for presidents. The point is that quality, consistency, and timelines of the information become more of a need than identifying or establishing new sources. Having attended one presidents' meeting, it was clear that two of the three sides of the triad came fully into play. We feel that consistent information is the primary need of systematic planning for DTAE.

The non-presidents' group overwhelmingly indicated that their major source of planning information was from the local level --- 41%. This percentage was almost twice as high as their second source --- DTAE at 24%. The most significant response compared to presidents was the third choice --- colleagues but at only 16%. This poses questions relative to "modeling" of other institutes and the role of staff interaction with peers. A suggestion would be the transmission of "model" activities among institutes addressing areas (continuing ed, admissions, economic development) while having round table discussions on "model" activities conducted by peers with professional facilitators where needed.

HOW IMPORTANT IS A STATE-WIDE STRATEGY FOR TECHNICAL AND ADULT EDUCATION FOR THE YEAR 2000?

It was anticipated that the response would be high. The presidents' group mean response was 8.7 out of possible 10. The mode or most common response however was 10 (8 presidents indicated a 10). A more significant view is that the other nine responses were scattered (5 at 9, 1 at 8, 1 at 7, 1 at 6 and 1 at 2). This suggests a potential split in the feelings of the group as to the significance of this undertaking. This attitude must be explored more fully in developing the strategic planning system.

The mean response from the "non-presidents" group was 9.4/10. Compared to the presidents, this is a significantly higher importance rating for strategic planning. What such a high response means will need to be explored in the design of the system. One plausible reaction is that the non presidents want more "help" or direction. Again this group currently looks to their local environment for information regarding planning. A "state-wide" strategy could be seen as an important direction setting tool for them.

WHAT ARE THE TWO OR THREE STRATEGIC ISSUES WHICH YOU FEEL MUST BE ADDRESSED STATE WIDE IN THE NEXT DECADE?

The presidents identified some seventeen different issues ranging from "basic education" to the "types of institutions we will become." Issues related to enrollment were mentioned most frequently (26%). While general and stated in a variety of ways, we concluded that the second major issue was the "types" of funding which would be possible (15%). There is an interrelatedness of these which make them very important. The responses are also significant in that they do not address "causal" issues behind the direct need (e.g. more students, more money). This suggests more analysis could help identify what is missing --- a start is the marketing effort. The idea is to have clear/current information on what is happening. While the student information system is a goal, there is a need for information now. We have suggested earlier that research information is a driving force at all levels of the state system.

Responses from the "non-presidents" group were summarized into twenty-three issues. As with presidents, there was not an overwhelming choice as to a dominant issue. What was significant is that the first and second needs collectively were standards (11%) and marketing (10%).

These address the issue of "enrollment" as suggested in the presidents group. There was one response which was identified by six different persons (8% of total responses). It is important in two ways. First it was not identified by presidents, and second it was identified as a strategic issue for the state system --- women and minorities in the institutes. The significance of this issue is unclear to us at this time, but the commissioners' elevation of this in the September presidents' meeting seems to be capturing a need for the longer term.

WHAT KIND OF ASSISTANCE WOULD BE MOST HELPFUL AS YOU ADDRESS STRATEGIC AND "FUTURES" ISSUES?

Presidents identified ten, direct assistance needs. A strategic planning model received 31% of the responses, with "more quality information" identified as 25% of the need and money as 19%. One comment of a president struck us --- "give us a guide, we'll develop our plan." Equally important to our view of responses from the "non-president" group was --- "I'll take any assistance I can get." The "non-presidents" group was indicating strongly that their primary need for assistance was in the information area. This type of assistance was identified nineteen times or 44% of the total. To us this response speaks directly to this group's high rating (9.7/10) of a state-wide strategy for technical and adult education for the year 2000.

PLEASE MAKE ANY OTHER COMMENTS YOU FEEL ARE IMPORTANT.

There were few responses to this question, eleven responses on the eighty-one surveys turned in. The time needed to complete the other questions, having to go to the next workshop seminar and probably having said all they wanted to say in responding to the other questions are likely answers to why only a 13% response to this last question. We list these responses to indicate the variety of concerns on the minds of persons responding:

- "Replace or enhance EPB"
- "You must understand we have a wide variety of needs."
- "DTAE should give guidance and allow individual institutes to meet local demands."
- "What is the state going to do with growth strategies?"
- "Need a state-wide P.R. Plan ..."
- "How can schools move into the mainstream of economic development?"

APPENDIX

INTERVIEWEE LISTING

INTERVIEWS

Board: Georgia Department of Technical and Adult Education

1. Chet Austin
2. Gene Hunt
3. Charles Mathews
4. Herb Sheehan

Assistant Commissioners and Staff Georgia Department of Technical and Adult Education

1. Doug Bolen
2. Tony Bruehl
3. Gail Fletcher
4. Andrew Harris
5. Charles Horton
6. Fred Kiehle
7. John Lloyd
8. Bob Mabry
9. Barbara Kawulich
10. Ann Register
11. Eddie Rhodes
12. Pat Storehouse

Presidents Georgia Technical Institutes

1. Ray Brooks
2. Charles DeMott
3. Jack Gay
4. Jack Patrick
5. Carlos Schmitt
6. Ray Stewart

Members of Advisory Boards of Technical Institutes

1. Ellen Hester
2. Stan Porter
3. Jim Spradley

State Agency Representives: Governor's Office, Regents, and Office of Planning and Budget

1. Nellie Hoenes
2. Randy Powers
3. Dave Spence

Georgia State Legislators

1. Senator John Foster
2. Representative Bill Mangum
3. Senator Terrell Starr
4. Representative Bubba McDonald

Georgia Industrial Development Association

1. Sherm Dudley

Southern Association of Colleges and Schools

1. Bob Childers

Southern Regional Education Board

1. Joe Marx

A DRAFT REQUEST FOR PROPOSAL

FOR

THE GEORGIA DEPARTMENT OF TECHNICAL AND ADULT EDUCATION:

DESIGN OF A STATE-WIDE STRATEGIC PLANNING SYSTEM

The draft request for proposal (RFP) which follows represents our estimation of steps necessary to design a state-wide strategic planning system for the DTAE. A major consideration in the RFP is development of a broad-based framework featuring a component tentatively called Vision: 2000 that will set the priorities for integrating, marketing, EPB and growth strategies and results from various liaison committees and other state agencies.

The development of a comprehensive state-wide strategic system is a major undertaking. In order to conceptualize, design, test, modify and implement at the state level -- and then integrate this process into each institute -- the DTAE will need to make a major commitment over the next three years. We would see three phases of this work:

Phase I

The conceptualizing, design, placement, testing and modifying of a system at the state level
(12-18 months)

Phase II

The implementation of the system, including training of users at the state and local levels
(6-12 months)

Phase III

The integration of the system into the management system of each institute
(12 months)

The recommendation for an RFP which follows addresses only Phase I.

Our approximation of costs for Phase I would be:

Consultation Staff	
Project Direction	$ 50,000
2 Researchers	40,000
Focus Group Meetings	8,000
Travel (Washington, D.C., Region and State)	8,000
Supplies/Printing	8,000
In-service Training of Users	5,000
Video for Training/Marketing	15,000
Contingency	8,000
Total	$ 142,000

We acknowledge Ann Register's assistance in the format design for the RFP which follows.

A REQUEST FOR PROPOSALS

Issued to: Strategic planning firms and other organizations interested in designing, documenting and implementing a strategic planning system for the Georgia Department of Technical and Adult Education.

Issuing Agency: Georgia Department of
Technical and Adult Education
660 South Tower, One CNN Center
Atlanta, Georgia 30303-2705

Goal: To design and document a strategic planning system for the Georgia Department of Technical and Adult Education.

Rationale:

The Department of Technical and Adult Education was created in July, 1985 as a part of Georgia's quality Basic Education Act. A major focus of this agency is to function as an equal partner in Georgia's economic development efforts. Twenty-eight occupational program offerings are located throughout the State. Training and retraining of adults to obtain and advance in meaningful jobs are the principle functions of the technical institutes. These institutions serve as a major force in attracting new industry to this state and in training our citizens to effectively compete in the job market.

This agency and its network of schools currently operates a comprehensive Evaluation, Planning, and Budgeting system (EPB) which provides a three year framework for program planning at the individual institute level. To continue to address its mission, the Department anticipates more integrated planning among and between the network of schools. In addition, efforts in other state agencies point to the need for more cooperative efforts in programs and planning. The State Department of Technical and Adult Education intends to have a broad-based representation of constituents from around the state involved in

creating a Vision for the Year 2000 in conjunction with designing and implementing a state-wide strategic planning system. The eventual plan must be "user-friendly" and flexible.

Minimum Requirements to be Addressed in Proposal:

1. Ways to review national issues related to technical and adult education as they may influence Georgia.

2. Ways to review regional (Southeast) issues related to technical and adult education as they may influence Georgia.

3. Ways to assess the Evaluation Planning and Budgeting (EPB) system of the State Department as the core for a comprehensive state-wide strategic planning system.

4. Ways to use a broad-based representation of constituents in the design of the system.

5. Ways to develop coordinated efforts in designing the strategic planning system with an on-going marketing plan.

6. Ways to insure the parallel development of an information system to support state-wide strategic planning.

7. Ways to identify the research needed for on-going support of strategic planning at the state level.

8. Ways to identify staff training needs for understanding and implementing the strategic planning system.

9. Ways to evaluate and modify the strategic planning system on a systematic basis.

10. Ways to identify and develop cooperative planning efforts with other state, regional and national organizations in support of strategic planning at the Georgia Department of Technical and Adult Education.

11. Ways to insure that system design will be compatible with state policies, procedures and appropriation cycles.

Component "Products"
to be Developed:

1. A written assessment of previous planning efforts at the Georgia Department of Technical and Adult Education.

2. A workplan for developing the state-wide system.

3. An evaluation process for monitoring the workplan's implementation and effectiveness.

4. A written users manual on all systems designed.

5. A state-wide planning system, Management Information System interface plan.

6. A series of competency-based training sessions in order to bring users up to a standard for implementing the system.

7. An annual evaluation process for system adjustments.

8. An implementation plan for tying the state system into on-going technical institute evaluating, planning and budgeting processes.

9. A proposal for developing an enhanced strategic planning system within each technical institute.

Response
Procedures:
Applicants must submit a proposal which addresses requirements and expectations as stated above.

Contract
Period: The project supported through this RFP will begin on or after January 1, 1989 and will terminate December 31, 1989.

Dates: Written proposal is due Monday, November 21, 1988.

Notification of selection will be made by December 12, 1988.

Funds
Available: $150,000

Submit Proposal: Dr. Kenneth Breeden, Commissioner
Georgia Department of
Technical and Adult Education
660 South CNN Center
Atlanta, Georgia 30303-2705